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INFO OCT-00 ADS-00 AID-07 INR-10 EUR-12 SS-15 CIAE-00  
EN-00 EA-10 ICA-11 DODE-00 M-01 10-14 NSC-00  
NSAE-00 COME-00 HA-06 TASE-00 PH-09 PA-01 ONR-01  
RP-10 AGR-01 SP-02 SR-04 SPRS-02 /140 R

DRAFTED BY NEA/PAB:DHURPHY:RHS  
APPROVED BY NEA:JACOB  
RP:WOBANSON  
EUR:STOELZBACH  
NEA/ARP:UCOUNTRYMAN  
EA/J:NELOSSEN  
AID/ASIA/PAB:WOBANSON  
AID/POC:DP:OLEY (SUBSTANCE)  
IO/DWP:MCCHRISTIANSON  
EA/ANZ:PBENNETT

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AMEMBASSY THE HAGUE PRIORITY

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AMEMBASSY TOKYO PRIORITY

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USMISSION USRATO PRIORITY  
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C O N F I D E N T I A L STATE 064832

ROME FOR FOODAG, BRUSSELS ALSO FOR USEC

E.O. 12065: GDS 3/13/87 (C004, J. A.) NSA

TAGS: SREF, PK, AF

SUBJECT: INTERNATIONAL SUPPORT FOR AFGHAN REFUGEE RELIEF

REF: (A) 80 STATE 27370; (B) ROME 1779 (NOTAL); (C) STATE 35903 (NOTAL); (D) STATE 29619 (NOTAL); (E) ROME 2270; (F) BRUSSELS 2073; (G) THE HAGUE 1737

1. (C) UNHCR DATA INDICATE THAT THE AFGHAN REFUGEE POPULATION IN PAKISTAN GREW BY AN EXTRAORDINARY 150,000 IN JANUARY, FOLLOWING A SURGE OF 110,000 IN DECEMBER. PRELIMINARY FIGURES FOR THE FIRST HALF OF FEBRUARY SHOW AN ADDITIONAL 60 THOUSAND AND THE LATEST FIGURES, ACCORDING TO THE UNHCR, BRING THE TOTAL REGISTERED POPULATION TO 1.7 MILLION. ADEQUATE INTERNATIONAL SUPPORT FOR THESE REFUGEES IS OF URGENT CONCERN NOT ONLY FOR HUMANITARIAN REASONS BUT BECAUSE OF THE DANGER THAT THE REFUGEE BURDEN UNLESS ADEQUATELY SHARED BY OTHERS MAY HEAVEN PAKISTAN'S "FRONT-LINE" OPPOSITION TO THE SOVIET OCCUPATION OF AFGHANISTAN.

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2. (C) EVEN WITH SUBSTANTIAL INTERNATIONAL RELIEF CONTRIBUTIONS LAST YEAR, THE REFUGEES IMPOSED A HEAVY ECONOMIC LOAD ON PAKISTAN, BOTH INDIRECTLY THROUGH COSTS IN TERMS OF INDIRECT COSTS ASSOCIATED WITH PRESSURE ON LAND AND WATER RESOURCES IN THE REGIONS OF REFUGEE CONCERN.

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TRATION. ALSO, ALTHOUGH THERE HAS BEEN REMARKABLY LITTLE FRICTION WITH LOCAL INHABITANTS SO FAR, IT IS INEVITABLE THAT SOCIO-ECONOMIC TENSIONS WILL BUILD AS TIME GOES ON, CREATING POLITICAL PROBLEMS FOR THE GOP. AS THE REFUGEE POPULATION CONTINUES TO GROW, WE FACE THE DANGER THAT PAKISTAN MIGHT FEEL COMPELLED TO SEEK A POLITICAL ACCOMMODATION WITH THE SOVIETS WHICH COULD EASE THIS ECONOMIC AND POLITICAL SITUATION.

3. (U) WE THEREFORE ARE MOSTLY CONCERNED, AS WE NEAR THE END OF THE FISCAL YEAR, THAT INTERNATIONAL DEMANDS FOR AFGHAN RELIEF DURING THE YEAR HAVE BEEN MET. IN ADDITION, FINANCING EVEN OF THE UNITED NATIONS' SHARE OF THE BILLING (SPECIAL-ARLY FOR SHELTER, MEDICAL AND SOCIAL SERVICES) HAS BEEN INADEQUATE. IN RESPONSE TO THIS, WE ARE REVISING THIS BUDGET REQUEST FOR THE FISCAL YEAR TO TAKE ACCOUNT OF THE CONTINUING GROWTH OF THE REFUGEE POPULATION. THE FISCAL YEAR ENDING FOR THE ENTIRE YEAR IS LIKELY TO PASS OUR REQUEST. DRAWING FROM ITS GENERAL PROGRAM AND WITH THE RECENT \$250 MILLION CONTRIBUTION OF \$10 MILLION, WHICH MAY BE ABLE TO MEET AFGHAN RELIEF NEEDS INTO JUNE. BEYOND THAT, HOWEVER, LOOKS A SERIOUS BUDGET DEFICIT. NORTON GORDON HAS RECENTLY TRANSMITTED A REPORT FROM WHICH'S CHIEF FUND

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RAISER INDICATING THAT HE IS MEETING RESISTANCE IN FUND RAISING FOR AFGHAN RELIEF AS A NUMBER OF TRADITIONAL DONORS (E.G., SCANDINAVIANS) HAVE EXPRESSED RESERVATIONS ABOUT BECOMING INVOLVED IN OPEN-ENDED UNRWA TYPE PROGRAM FOR THESE REFUGEES.

4. (U) THE FOOD SUPPLY SITUATION COORDINATED BY WFP IS EVEN MORE DISTURBING. WFP ESTIMATED IN JANUARY A CY 1981 BASIC STAPLES REQUIREMENT OF 111 THOUSAND TONS. IF THE CURRENT REFUGEE GROWTH TRENDS CONTINUE, THIS ESTIMATE ALSO WILL HAVE TO BE SUBSTANTIALLY REVISED. THE STOCK CARRY-OVER FROM CY 1980 PLUS OUR RECENT \$2.7 THOUSAND TON COMMITMENT (AN INCREASE OF THE 75,000 TON FIGURE GIVEN IN REF C DUE TO A COMMODITY MIX ADJUSTMENT REQUESTED BY WFP) WILL NOT EVEN COVER THE FIRST HALF OF THE YEAR. RECENT CONFIRMATION (FROM USIS) OF 12,000 TONS CEREALS FROM FRANCE, 6,000 TONS FROM

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GERMANY, AND 5,000 TONS FROM THE EC IS A WELCOME BEGINNING, BUT REPRESENTS NO MORE THAN FOUR WEEKS RATIONS.

5. (C) RESPONSES TO THE DEMANDS TO BILATERAL DONORS REQUESTED BY REF A LAST WEEKS WERE VERY POLITE TO SERIOUSLY CONCERNED. THE EC HAS THE ABILITY TO SPECULATE ON THE MARKET FOR 1961 UNTIL FISCAL YEAR ENDS. IN HIS FEBRUARY, THE EC COMMISSIONER OF ECONOMIC AFFAIRS, J. MONNET, HAS BEEN VERY ACTIVE IN ATTEMPTING TO SECURE THE EC'S SHARE OF THE MARKET. MONNET HAS TO STIMULATE THE EC'S SHARE IN ATTRACTING OTHER SUPPORT. A MONTH LATER, SIGNIFICANT CONTRIBUTIONS HAVE NOT YET BEEN FORTHCOMING. WE APPRECIATE THAT A NUMBER OF FACTORS, INCLUDING CALENDAR ON SUBSET

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CYCLES, MAY ACCOUNT FOR DEARTH OF RESPONSE THUS FAR. BUT, WHILE BUDGET DECISIONS ARE STILL BEING MADE, WE CONSIDER IT IMPORTANT TO REINFORCE OUR CALL FOR THIS PROGRAM AND TO DEMONSTRATE TO MOST GOVERNMENTS ITS COMPELLING NATURE. THE EC COMMISSIONER OF ECONOMIC AFFAIRS, J. MONNET, HAS BEEN VERY ACTIVE IN ATTEMPTING TO SECURE THE EC'S SHARE OF THE MARKET. MONNET HAS TO STIMULATE THE EC'S SHARE IN ATTRACTING OTHER SUPPORT. A MONTH LATER, SIGNIFICANT CONTRIBUTIONS HAVE NOT YET BEEN FORTHCOMING. WE APPRECIATE THAT A NUMBER OF FACTORS, INCLUDING CALENDAR ON SUBSET

6. (C) ADDRESSEE POSTS ARE, THEREFORE, REQUESTED TO APPROACH AGAIN MOST GOVERNMENTS ABOUT THEIR PLANS TO CONVEY SENSE OF URGENCY FOR EARLY COMMITMENT TO URGE GENEROUS RESPONSE TO UNHCR AND UFP APPEALS. ANY REFERENCE TO THE POLITICAL ASPECTS OF AFRIDIAN REFUGEE SUPPORT SHOULD OF COURSE BE FOLLOWED BY MOST GOVERNMENT ATTITUDES, WITH ONE REGARD TO PROTECTING THE NON-POLITICAL STATUS OF UNHCR AND UFP. YOU SHOULD, HOWEVER, STRESS RATE OF THE REFUGEE FLOOD AND THE PARTICULAR NEED TO MOVE COMMODITIES INTO THE PIPELINE.

7. (C) REF F REPORTED THAT THE EC COMMISSION IS PROPOSING ONLY 1500 TONS OF CEREALS FOR AFRIDIAN REFUGEES (IN CONTRAST TO 37 THOUSAND TONS FOR PAKISTAN PROPER).

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AND NO REPEAT NO CASH CONTRIBUTION FOR THE UNHCR BUDGET. THIS FOOD ALLOTMENT CONFLICTS WITH MORE RECENT WFP REPORT OF 6000 TON PLEDGE, BUT IN ANY EVENT PERTINENT POSTS SHOULD ALSO URGE EC MEMBER GOVERNMENTS TO WEIGH IN WITH EC COUNCIL FOR INCREASED COMMUNITY CONTRIBUTION,

8. (U) FOLLOWING IS A RECAP OF PRESENT SITUATION FOR USE IN PRESENTATIONS: SHARP UPGUING IN REFUGEE POPU-  
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POPULATION GROWTH IS ALARMING, EVIDENTLY REFLECTING IN-  
CREASINGLY DESPERATE CONDITIONS WITHIN AFGHANISTAN.  
UNHCR BUDGET OF \$82 MILLION -- BASED ON 6.1 MILLION  
POPULATION -- WILL HAVE TO BE SUBSTANTIALLY INCREASED.  
WFP'S RECENT ESTIMATED REQUIREMENT OF 212,400 TONS OF  
BASIC FOODS (270,000 WHEAT AND 16,750 TONS EACH OF VEGGIL  
AND NON-FAT DRIED MILK) FOR THE 12 MONTHS OF CY 1981  
ASSUMED AN AVERAGE POPULATION OF 1.76 MILLION FOR THE  
YEAR (80 PERCENT OF WHICH BEING COVERED BY THE DISTRI-  
BUTION SYSTEM). THIS THE CASE WITH NO RESERVE OF UP-  
WARD. EVEN AFTER RECOMMENDING CASH CONTRIBUTIONS FROM  
1980, VALUE OF REQUIRED FOODS WILL BE APPROXIMATELY EX-  
CEE \$100 MILLION AT NO COMMUNITY OR GOVT. COSTS.  
INITIAL US PLEDGE WAS ORIGINALLY \$50 MILLION SUPPLE-  
MENT CARRIED OVER SO AS TO MEET REQUIREMENTS FOR THE  
FIRST HALF OF THE YEAR. SUBSEQUENTLY THE GOVT. CARRY-  
OVER STOCK ESTIMATES PLUS THE ACCUMULATED DEFICIT PLAN  
MAKE IT PROBABLE THAT ADDITIONAL CONTRIBUTIONS WILL BE  
REQUIRED EVEN SOONER. (FYI, GIVEN THE EXTREMELY UN-  
LIKELY PROSPECT FOR AN FY 81 BUDGET SUPPLEMENTAL, OUR  
UNHCR CONTRIBUTION IS PROBABLY THE FINAL FIGURE FOR  
THIS FISCAL YEAR. THE PL 400 TITLE 10 RESERVE GIVES  
US MORE FLEXIBILITY ON THE FOOD SIDE, BUT BEFORE  
MAKING FURTHER COMMITMENTS WE NEED TO EVALUATE THE  
OVERALL INTERNATIONAL COMMUNITY RESPONSE. THERE ARE  
ALSO INDICATIONS THAT THE GOV. PLANS TO ASK FOR INTER-  
NATIONAL FUNDING FOR EXPENSES WHICH AT SOME POINT  
LAST YEAR: CASH DOLES FOR THE REFUGEES, INLAND TRANS-  
PORTATION COSTS, AND ADMINISTRATIVE EXPENSES. THOSE  
COSTS COULD RUN WELL OVER \$100 MILLION IN CY 81.

9. (U) FOR JIDDA, ABU DHABI, KUWAIT, AND Doha: SEPT-EL

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FOLLOWS IN REGARD TO GULF ARAB ROLE IN AFGHAN REFUGEE  
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RELIEF.

10. (U) FOR ISLAMABAD: SEPTEL FOLLOWS ON APPROACH TO  
GDP. HAIT

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